



DEPARTMENT OF TECHNICAL CO-OPERATION

# Report of the Committee on Training in Public Administration for Overseas Countries



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# REPORT OF THE COMMITTEE ON TRAINING IN PUBLIC ADMINISTRATION FOR OVERSEAS COUNTRIES

The RIGHT HONOURABLE DENNIS VOSPER, T.D., M.P.,  
Secretary for Technical Co-operation.

## CHAPTER I

### INTRODUCTION

We were appointed by you in December, 1961 with the following terms of reference :

"To advise the Secretary for Technical Co-operation, after such consultation with educational institutions and other organisations as the Committee may think necessary,

(a) on the training facilities in the field of public administration and related subjects provided in the United Kingdom for government servants and other public employees nominated by the Governments of overseas countries, and

(b) on the arrangements for assistance from the United Kingdom in building up local training facilities in this field in response to requests received from the Governments of overseas countries ;

and to report on the suitability and adequacy of the arrangements made for these purposes in relation to the present and foreseeable future demand."

We now submit our report.

2. We held 16 meetings of the full Committee. At our first meeting, on the 19th December, 1961, we reviewed the material already being collected by your Department and considered what further information we should require. Information was obtained from British diplomatic posts in many Commonwealth and foreign countries, from Colonial Governments, from many British Government Departments, from associations of local government authorities, and from the universities and other educational establishments. In all we received about 130 memoranda and letters from institutions and individuals, as shown in Appendix A.

3. We also heard oral evidence from the witnesses listed in Appendix B. We wished besides to discuss matters covered by our enquiry with some people who were only in this country for short periods and who were unable to attend formal meetings of the Committee. The Chairman and other members therefore had informal discussions with several persons, mainly from overseas, who possess expert knowledge of these matters.

4. We should like to record our appreciation of the trouble taken and the valuable assistance given by all those who wrote papers for our use, attended to give oral evidence, or provided information informally.

5. The needs and demands for training arise from many different countries, at different stages of development, and refer to different levels and types of training. Again, the training facilities provided by Britain take many different forms. The main issues could easily be obscured by too much detail. We have therefore thought it right, at the outset of our report, to describe in broad terms the main ways in which both demand and provision have developed, the new and urgent needs which have sprung up since the Second World War, and the principal suggestions which we make for meeting this new situation. The report which follows is thus divided into two main parts :

- (i) A broad picture of the needs, the provision, and our proposals (Chapter II).
- (ii) A more detailed consideration of particular needs and of ways to meet them (Chapters III to VIII).

A summary of our recommendations is given in Chapter IX. Information is given in Appendix C about some developing countries which have established institutes of public administration or comparable institutions to give training in their own countries and in Appendix D about some special courses in Britain provided for trainees from overseas.

6. We recognise the urgency of the matters referred to us. We have therefore endeavoured to confine our report to essentials and to deal with them succinctly.

## CHAPTER II

### THE BROAD PICTURE

#### History

7. For many years considerable numbers of public servants and other students of public administration from overseas have come to Britain, to follow courses in the universities and in other institutions, to observe British systems and methods in central government departments, in local government, and in nationalised industries, and at higher levels to make comparative studies of our system with their own or with those of other countries. Many of those people have come under official schemes, either international or bilateral. Arrangements are made for the training programmes of those who come under these schemes, for the payment of their expenses, and for their general welfare. This incoming flow can be divided for purposes of administration into four main streams, which are briefly described below.

8. The first stream consists of nominations made by the governments of British dependent territories. These nominations were dealt with until recently by the Colonial Office and are now a responsibility of the Department of Technical Co-operation. In earlier times the main effort was directed

to training young British administrators for service in the dependent territories and to sending advisers to those territories. But in recent years an increasing number of those receiving such training in this country have been nationals from the dependent territories. About 550 public servants come from those territories every year for training in public administration or related subjects.

9. The second stream comes from independent Commonwealth and foreign countries, again through government channels, under various technical assistance programmes, such as the Colombo Plan, the Special Commonwealth African Assistance Plan, the Central Treaty Organisation, the South East Asia Treaty Organisation, and some special bilateral technical assistance programmes such as that arranged with Yugoslavia. In respect of this stream the British Council acts as agent for the Department of Technical Co-operation. About 200 trainees in the employ of independent overseas governments come to Britain every year for administrative training under those arrangements.

10. The third stream comes through the various schemes for scholarships, bursaries, and visitors, administered by the British Council, in some cases as part of an international programme, such as the United Nations Public Administration Fellowships, the awards of the Organisation for Economic Co-operation and Development, or the Third Country Training Programme of the United States Government. About 360 administrators came to Britain in this stream in 1960-61.

11. The fourth stream consists of individuals who make a direct approach to universities or other institutions for study or research facilities or who apply direct for an attachment to central or local government departments. Many of these people come through Foundations or through voluntary or professional associations of different kinds.

12. Students, however classified administratively, come for many different purposes and for courses or visits varying in length from a few weeks to several years. Some come to get a particular qualification, perhaps technical; some to study the work of specialised branches of administration, e.g., customs, police, labour administration, social services, hospital administration, local government, taxation; some for advanced research; some, such as parties of African chiefs, mainly to get a quick look at the way in which modern administration is conducted in a highly developed country; some for applied training in office management; some for much wider training in the broad principles and techniques of public administration; some for an intensive study of economic and social development and the administrative problems which it poses. The British Council has done a great deal of work in promoting or organising tailor-made courses, attachments and visits to meet the needs of particular countries or groups from all over the world.

### **The New Situation**

13. Since the end of the Second World War, and particularly since about 1955, a new situation has been emerging with an urgency which has increased in the last few years. First, there has been a new emphasis on the economic and social advance of developing countries, with a consequent demand both for specialist advice and for rapid training of the public servants of such countries to deal with major economic and social changes.

14. Secondly, there has been the rapid advance to political independence made by colonial territories, including particularly the British dependencies in Asia, the West Indies, and Africa. In many cases independence came before the educational system was sufficiently developed to provide an adequate basis of secondary, technical and university education upon which the new national public service could be built and before there was time to give adequate administrative training to that service. To give an idea of scale, the senior branches of the public service in each of the larger English-speaking African countries comprise some 3,000 to 4,000 persons. For example, in the group made up of Ghana, the three regional governments and the Federal Government of Nigeria, Sierra Leone, the Gambia, and the three East African territories, at least 25,000 to 30,000 Africans have had or will have to be trained to man the senior positions. In Northern Rhodesia and Nyasaland some thousands more will have to be found and trained. If the training cannot be given soon, many may have to serve untrained for their whole careers. This situation calls for urgent measures, for which the main initiative belongs to the overseas governments themselves but which will also involve a good deal of external aid in many cases.

### **The Response**

15. There has indeed been a response to this new situation. In Britain, in the past, the major emphasis has been put on training on the job; and consequently the development of formal teaching has come later. But since the Second World War new courses have been introduced by universities, by the British Government, and by other institutions such as the Royal Institute of Public Administration and the British Council. The numbers entering older courses and programmes have increased, and much thought has been given to revising the Overseas Service Courses A and B (discussed in paragraphs 73-76) to meet new circumstances. In the developing countries themselves there have been even more remarkable developments—not merely in the rapid growth of modern technical education and of universities, but also in the establishment of a large range of new training centres. Some of these are in professional fields—the training of agricultural, medical and other extension staff. But there has also been a widespread growth of institutes of public administration, sometimes directly associated with a university, sometimes more in the form of government training centres, but in all cases closely concerned with the rapid training of public servants. A list of such institutes is given in Appendix C. We have little doubt that these and similar institutes will in future carry, if they do not already do so, the main burden of first training for the public service.

16. Many of the countries concerned, particularly in Africa, are faced with the task of carrying out a huge training programme. Many of the institutes have been founded, with a minimum of preparation, by young governments and universities. There has been a grave shortage of experienced staff, both to plan and define the purposes and methods of training and to do the actual teaching.

17. We are convinced that in this situation the present response of Britain, both in its provision here and in its aid for training overseas, is still inadequate and that it does not match the urgency of the situation



and the determination of the governments of developing countries to achieve quicker and better results. The urgency arises from—

- (a) the grave lack of trained administrative staff at all levels in many developing countries, including a lack of men with the long experience of responsibility normally needed for the most senior posts; and
- (b) the additional calls made on the administration by the policy of specially rapid economic and social growth and change, which the governments of nearly all developing countries are rightly pursuing.

18. In saying this we do not ignore the fact that Britain is only one of the sources of external aid for such countries. Other technical assistance donors do a great deal in the training field, e.g., the United States of America, France, the United Nations, and some of the big charitable Foundations. Nevertheless there is still much scope and need for Britain to increase her contribution in the training field.

### **Help Needed Overseas**

19. Dealing first with what must be done overseas, we believe that there is an urgent need to strengthen British assistance to local training institutions (by which we mean institutions in the developing countries). Help of three main types is required.

20. First, there is the help which instructors, drawn from the British public service and elsewhere, could give by way of intensive practical teaching in the techniques of administration. We suggest that a register should be compiled of officers willing to undertake such work overseas, that employers should be persuaded to make suitable administrative and financial arrangements, and that a preparatory course should be provided for the instructors (paragraphs 56–60).

21. Secondly, there is an urgent need for suitably qualified members of university and technical college staffs in this country to be available both for advisory visits and for assignments overseas, teaching and developing academic studies in this field. Moreover, it should be made possible for any British universities which are suitably equipped and inclined to enter into special relationships with institutions in developing countries (as some American universities have done) by giving continuous assistance and seconding staff. We suggest that British Government funds should be provided for British universities to enable staffing adjustments to be made, so that members of the staffs can give service overseas, and also to make possible special affiliation or sponsorship of some institutions in developing countries (paragraphs 61–67).

22. Thirdly, there is the need for suitable books, other printed materials, and audio-visual aids (e.g., tapes, film strips), in order to make these measures fully effective. We suggest that the Department of Technical Co-operation should support the preparation and provision of such books and audio-visual aids (paragraph 68).

### **Facilities Needed in Britain**

23. Additional help for local training is at present a matter of urgency. It will be some years before there is a good supply of overseas nationals

to fill all training posts in their own countries; and even after that stage is reached there should still be value, for both sides, in the exchange of British and overseas teachers. Nevertheless the provision of opportunities for training and study in Britain remains in the long run the most important service which can be offered to the developing countries. Once a young administrator has had his initial training and some experience of responsible work in his own country, there is probably no experience which can be so stimulating as a period of study and observation in a highly developed country, where there can be found a very wide range of institutions, and a great variety of expertise and practical wisdom. It is therefore very important that the organisation of such training in Britain should be as good as possible. It clearly needs review and improvement.

24. We have considered a number of types of training in Britain. We suggest that a special course may be needed for training instructors from overseas (paragraph 70), that Course A has little future and Course B needs some revision (paragraphs 73-76), that a new technical college course may be needed (paragraph 79), that particular care should be taken in arranging attachments to public institutions (paragraphs 102-104), and that, if necessary, special courses should be underwritten from British Government funds (paragraph 105).

25. The main long courses in administration are at present the university diploma or similar courses (London, Manchester, etc.) and the Overseas Service Course B. Good as these are, we must recognise that they are of limited use to those countries whose need is most urgent, simply because they are so long. Such countries, whose senior and even upper-middle staff are already overstrained with the effort to take over the administration and plan development, cannot spare them for a year's absence abroad. Therefore a need exists for much shorter intensive courses (consisting chiefly of seminars, discussion groups, or "workshops") which would last three months or even less. There is much experience, particularly in staff colleges for industry and commerce, of how valuable such courses can be (paragraphs 80-81).

26. If effect is given to our recommendations, we are satisfied that some improvements in organisation, and especially in co-ordination, will be required in order to make more fully effective both the existing training facilities and those which will come into being. The Department of Technical Co-operations should co-ordinate their arrangements for administrative training with the British Council through a special unit and should set up in co-operation with the Council an advisory council for public administration training and development studies (paragraphs 110-111). The new council would advise, among other things, on the co-ordination of the administrative training activities of many British organisations and on the institutions best fitted to deal with overseas enquiries and projects suggested for study. Lastly we think that the machinery would run more smoothly if it were lubricated by more frequent personal visits overseas on the part of people in Britain concerned with administrative planning facilities (paragraph 113).

27. The facilities described in paragraphs 23 to 25 do not however provide all that is necessary. For there is a deep-seated difference between the needs of many overseas countries and the concepts of administrative training upon

which this country relies. The holders of the most senior civil service posts in Britain and in other developed countries have acquired their competence through long experience in posts of responsibility. In some of the newly independent countries many of the most senior officials have come to high office, replacing expatriate officers, after only a short and limited administrative experience. They are moreover often obliged to tackle problems without parallel in developed countries and to solve them without having at hand the great resources of expertise outside government which are available in developed countries. Clearly their position calls for training of a different order from that which has been so far provided. This new need can only be met by concentrating in top-level training on how to deal with the broad issues of policy which arise particularly in developing countries.

28. Great as are British resources, they are not adequately organised to meet this need. There is no centre at which technique and materials can be developed to enable overseas administrators to obtain, in a formal course, the best possible substitute for the long experience by which a job is learned in this country; and where work can be done at the same time on the study of problems of development. The effort given to research in Britain in this field is small in relation to the effort given to teaching. University and other staff, deeply concerned with these problems, are able only to devote intermittent part-time effort to them, and even where there are full-time staff they often lack leadership and supporting services. The documentation is scattered and incomplete. Through government, universities, and colonial administrators Britain has built up outstanding experience in the training field. Yet not only is this country failing in some degree to use it; there is a grave danger that the great experience of the past will become dated and irrelevant if it is not quickly refreshed both by more study of the new situations overseas and by closer personal contact with them. This is not a question of research for its own sake, which would be beyond the Committee's terms of reference; it is a question of studies designed to give the administrative training, which Britain offers at the policy level, a thoroughly modern content and relevance.

29. We have therefore reached the conclusion that there is a case, which deserves further examination by the Department of Technical Co-operation, for establishing a centre for top-level training in administration (including development training) and for research into the fields which the training covers (paragraphs 83-88). The essence of this proposal lies in two features: first, in providing a secure base for an inter-disciplinary team, partly academic and partly practical, to be engaged in high-level training, in the studies which must support and inform training and which are urgently needed for their own sake, and in closer contact with international research and initiatives in this field; and, secondly, in forming a nucleus from which individuals or small mixed teams can be drawn for consultative or pioneering work in developing countries. We also wish to see new arrangements made for documentation connected with training in public administration, in order to do for all developing countries the job which the Colonial Office Library has hitherto done so well for the dependent territories (paragraph 89).

30. The recommendations made in our report will involve additional expenditure by the British Government; but the sums involved are modest in relation to the importance of marshalling British resources effectively in

this cause. We believe that the cost would be fully recovered by the contribution which the training would make to a better application and more effective use of much larger sums which Britain provides in other ways as financial aid to developing countries. British effort in administrative training and research (which are inseparable) is a major part of her wider contribution to the progress of developing countries. We believe that nothing less than the recommendations in our report would match the responsibilities of this country in that context.

## CHAPTER III

### GENERAL CHARACTERISTICS OF THE OVERSEAS DEMAND

#### **The Range**

31. As the first step in our more detailed consideration of particular needs and of ways of meeting them, we review the general characteristics of the overseas demand.

32. We are concerned mainly but not exclusively with training for countries where the standard of living is low and economic development is of paramount importance. Many public servants and other students from developed countries in Western Europe, the United States of America, and the Commonwealth come to Britain to learn more about British administration, its traditions and its current problems; but their needs and interests are covered by existing arrangements.

33. The developing countries (something like one-third of the population of the world) on the other hand are in a very different situation, and are faced with a wide range of needs. In some of these countries (and this is specially true in East Africa) the withdrawal of the colonial power has left or will leave an administrative gap, not only through the necessity of replacing expatriate officers, but also through the creation of posts in new services, such as a foreign service. The gap must be filled urgently by crash programmes for the training of new administrative cadres, on the basis of an educational system inadequate to meet the demands made upon it. In other countries, such as those of South East Asia, the educational system has a wider base and transition has often been less difficult; but there remains a great need to strengthen the administrative services and raise their standards. In a few developing countries there is little need for British aid in this context. Naturally a Committee like ours, working at this time, was bound to have the training needs of Africa much in mind. Nevertheless we have not overlooked the fact that developing countries outside Africa also have important and urgent training needs; and we think that our suggestions and recommendations are applicable generally for the benefit of many parts of the world.

34. The needs for public service training vary from basic training for the clerical services, on which all modern administration depends, to the training of administrators working at the policy level and of specialists and professional men who carry administrative responsibility, and from professional sight-seeing visits to long formal courses.

35. In addition to differences in rank and official duties, the ages, educational standards, and social background of trainees vary greatly. In some countries secondary and higher education has been so restricted that one of the problems of administrative training is how to make good these deficiencies. It may be necessary to train as administrators people, by nature able, whose formal education ceased at the level of the General Certificate of Education (Ordinary Level) or even earlier; and to make into useful clerks men and women who are at the outset barely literate. In such circumstances schemes for administrative training must run in parallel with educational development. In other countries the spread of literacy and of higher education has reached standards comparable to those of Britain; yet the standard of administration lags because of the social and economic environment.

### **Some General Trends**

36. Perhaps the outstanding new feature in the last ten years has been the attempt to achieve in newly emerging countries far more rapid economic and social development than in the past. This requires a bigger administrative machine and makes it imperative to train for such countries large numbers of administrators and executives who themselves need support from even larger numbers of properly trained clerical and ancillary staff.

37. Further, newly independent countries often show a preference for courses of training in administration which do not follow the more general academic type usually found in Britain but are directed to specialised subjects, e.g., courses in development, management, etc., such as are common in the United States of America. Some courses of the latter kind now provided in Britain are listed in Appendix D.

38. Another important and welcome tendency is the natural wish of developing countries to arrange as much training as possible locally. Many institutes of administration and government training centres have now been founded overseas. There are three good reasons why these bodies have been set up and why they should be encouraged. It is cheaper, both in terms of maintenance and travel, to arrange local training, it evokes local enthusiasm and support, and it promotes realism, because teachers and trainees live close to the problems of the country.

39. On the other hand, as many countries recognise, Britain has many advantages as a place of higher level training for people equipped to draw benefit from it. Students get a chance to see at first hand how administration is carried on in a developed country; they meet students from all over the world and learn by comparing their experiences; they are helped to broaden their ideas generally and to see their countries' problems in perspective; and in Britain they find library facilities, and facilities for discussion with experts, which do not exist to the same degree in less developed countries and which it would be uneconomic to establish there at present.

### **The Importance of English**

40. In many countries English is one of the languages of higher education, much business is transacted in English, and administrative institutions follow British or American patterns. Elsewhere there may be few potential administrators fluent in English and the administrative traditions may be

different in character. It is easier for Britain to give aid to countries where English is in common use, and particularly to countries in the Commonwealth; but the demand is not thus limited. There is plenty of evidence that countries outside the Commonwealth (e.g., in Latin America and South East Asia) are ready to turn to Britain for help in administrative training. That is one reason among many why we attach great importance to the work done by the British Council and other agencies in the rapid and effective teaching of English, in Britain and overseas, and to the recommendations of the Commonwealth Education Conference of 1962 on that subject (Cmnd. 1655).

### **Difficulties in Gauging the Extent of the Demand**

41. In the preceding paragraphs we have picked out some general tendencies and pointers to the possible range of the overseas demand for British aid in training in public administration. We cannot, however, estimate the demand quantitatively with any precision. In written and oral evidence we have often been told that a great demand exists; and our own experience leads us to believe that that view is correct. But despite extensive enquiries we have been unable to obtain authoritative figures to show how much and what kinds of British aid in this training will be needed in any particular period. That may be because the demand depends largely on political, economic and educational developments which the governments concerned have been unable to foresee very far ahead. Other factors which may influence demand are whether enough is done to show the governments of developing countries what Britain can do for them, and the amount of money which Britain is prepared to spend on maintaining overseas trainees in Britain and British experts overseas. The effectiveness of British planning must itself depend on how far overseas governments are able and willing to keep the British Government informed well in advance about the development of their training plans and the volume and kinds of British aid which they would like to have in that field.

### **Flexibility in Planning**

42. These general tendencies and the lack of any quantitative estimate of the overseas demand mean that British arrangements must above all be flexible. Britain must be ready to establish, modify and discontinue training courses at shorter notice than has been usual in the past; and to provide advisers and instructors of different kinds, qualified to serve in different parts of the world. There is no doubt that that can be done if the large resources of the British educational and administrative systems are skilfully used.

## **CHAPTER IV**

### **THE MAIN TYPES OF TRAINING**

#### **Education and Training**

43. By our terms of reference we are asked to consult with "educational institutions" and to advise on "training facilities". We have debated whether it would clarify our argument if we were to define the terms "education"

and "training" and to relate our proposals to such definitions. The attempt convinced us that this would merely darken counsel; the distinction here is easier to grasp than to define, and it is certainly not one which can be applied in organising courses to meet an urgent demand.

44. We are indeed convinced that all teaching in the field which concerns us embraces both practical training and, in a wide sense, education. One kind of course may be related primarily to typewriting and other office skills; but anyone concerned with secretarial training knows that manual dexterity is useless without an adequate command of language and that to teach this the level of the student's general education must be raised. There are, on the other hand, university courses in public administration which introduce a variety of academic disciplines; but the object of such courses in this context is to teach students how to bring the available resources of knowledge to bear upon administrative problems of great urgency. These extremes will serve to illustrate the point; between them there is a continuous series, and we can find no sharp break.

45. We therefore think it convenient to classify pragmatically, by type, by method and by institution. Many different combinations of these may prove necessary in different situations.

### Types of Training

46. The following list, which is not comprehensive, gives examples of types of training which are clearly within our terms of reference. We set the types out in a way which corresponds to levels of administrative organisation, placing first the skills necessary in office routine. This may help to emphasise that administrators cannot act at a high level unless backed by an effective office staff.

- (a) Training in essential office skills, such as shorthand, office machine operation, and book-keeping.
- (b) Training in office organisation and methods.
- (c) Training in the administrative work of particular Departments or spheres of activity, e.g., customs, taxation, social insurance, hospital administration, educational administration, local government administration, labour administration, nationalised industries, public utilities, diplomatic duties, statistics, probation, prisons, police, armed forces.
- (d) Training in administration for senior professional officers in the public service, such as agriculturists and doctors (with whose professional training we are not concerned).
- (e) Courses in training methods for training staff.
- (f) Academic studies related to public administration, e.g., university courses for a graduate or non-graduate diploma; higher degree courses; and technical college courses in preparation for the examinations of such bodies as the Local Government Examinations Board and the Institute of Municipal Treasurers and Accountants.
- (g) The initial training of young entrants to executive and administrative grades of the public service.

- (h) The arrangement of visits and attachments to Government Departments, local authorities, and other public institutions in this country for senior public servants in developing countries.
- (i) Advanced training specially related to the problems of administration in developing countries, with emphasis on the problems of development planning, finance, manpower, etc.

47. Training in Britain, especially for those coming for the first time, may also include important ancillary courses, not properly administrative, but essential to the successful pursuit of their main training, e.g., courses to bring their knowledge of English up to a good level and courses to introduce them to life in Britain.

### **Methods of Training**

48. There are three traditional methods of teaching, each subject to constant renovation. They are training by apprenticeship, formal training in basic skills, and higher education in administration.

49. Training by apprenticeship can never be replaced by other methods ; there is no substitute for experience on the job under skilled supervision. But it is never easy to plan apprenticeship well, and there are special difficulties in countries where the administration as a whole is inexperienced and is in process of rapid change.

50. Hence the great importance of formal training in basic skills. There have been important recent developments in such training, and modern techniques effectively applied can do something to shorten the learning process and to fill gaps quickly.

51. But teachers cannot be satisfied with learning by rote, even at subordinate levels of administration. It is necessary to help students to see their job in its context and to help them to extend their own range of capacity by their own efforts. Here we think first of the techniques of university teaching, by tutorials, seminars, and discussions of the students' own work. But the problem is in fact one of adult education in a very wide sense. Practically all administrative students at all levels have long passed school age, and they will respond well only if treated as grown men and women. In this field also there have been many recent developments ; and it is important that the best methods and technical resources should be used.

### **The Institutions Concerned**

52. There is great diversity among the institutions concerned with administrative training in this country and overseas. In Britain it may be provided by universities, technical and commercial colleges, correspondence courses, and a variety of special institutes, as well as by many Government Departments and public corporations. In developing countries training is often undertaken by such Departments or corporations. But in addition the need for rapid administrative development has led to the creation of many institutes concerned with public service training (See Appendix C). These institutes are sometimes provided by the government ; sometimes they are independent, publicly sponsored bodies ; sometimes they are organised by a university, or jointly by a university and the government. In addition, universities everywhere play an important part as centres of education and research in disciplines related to the higher direction of policy.



53. There is a real danger that this great diversity of needs and teaching methods might lead to overlapping and waste of effort ; but that is something which Britain must live with. No single pattern of organisation could meet the needs of the developing countries ; and this country must exercise its skill in collaboration within a complex situation which nobody can fully control.

## CHAPTER V

### THE BRITISH CONTRIBUTION TO TRAINING OVERSEAS

#### **Expected Scope of Local Training**

54. Most of the members of the public services in any country will be trained locally, either because the nature of their work falls within the proper limits of the country's training resources, or because there are far too many of them to be sent abroad, or for both those reasons. How much can be done locally varies from country to country ; local training facilities for clerical grades are the most common, and local facilities for the highest administrative and professional grades are the most rare. Almost everywhere however, as has already been mentioned, local facilities are being developed rapidly, both in quantity and in their capacity to deal with the more advanced kinds of training. Clerical training must be done locally, and it is to be expected that before long nearly all initial post-selection training of executive and administrative recruits, and some training of senior administrators at various levels, including the higher ranks, will also be done locally. The most spectacular developments may be expected in the short-term training of middle-grade personnel, especially in newly emerging African countries. In developing such facilities overseas countries which are interested in obtaining help from abroad are able to call on technical assistance in the form of advice and expert staff from Britain and other countries. Help with local training is given by the British Government and also by British local authorities, universities, and other educational authorities, so far as the total demands on their resources allow.

#### **Probable Calls on British Aid**

55. The following are the kinds of help which Britain is being asked to provide today and will probably be asked to provide in the near future :

- (a) Short visits, of no more than a few weeks, by people qualified to advise on the methods and contents of public service training ; on the development of institutes of public administration and the like ; and on the promotion of public administration studies in universities and colleges. The visitors might be home civil servants, retired Overseas Civil Service officers, officers of nationalised industries, local government officers, university teachers, or technical college teachers, according to the particular case.
- (b) The loan for substantial periods of the same kinds of people to help build up facilities on the spot by directing training institutions and public administration faculties or by serving as specialist staff.

- (c) The preparation and provision of books, other printed materials, and audio-visual aids for use overseas.

The short visits mentioned at (a) above should not present any particular problem. There are however considerable difficulties in the loan of staff for long periods and some difficulties in the provision of textbooks, etc. Those difficulties are discussed in the paragraphs which follow. It is important that they should be overcome quickly.

### **Instructors in Practical Administration**

56. The developing countries will have to recruit and train substantial numbers of administrative staff in the next few years to meet the growing needs of their expanding services. In addition, those countries which have previously been under colonial rule will have to replace expatriate officers returning home. Again, major schemes of social and economic development cannot successfully be carried out unless there is available an adequate number of competent administrators. Neither time nor other circumstances will permit large numbers of administrators to be trained by the apprenticeship method under which the newly recruited official learns on the job from a senior colleague. This system, the backbone of British training, must be modified for the developing countries, and methods must be devised to impart by formal instruction an understanding of practical techniques and skill in their use.

57. To this end instructors in practical administration will be required for service overseas. These instructors should be public officials who have worked for some years in positions of executive responsibility. They must themselves be competent administrators, able to analyse the principles of administrative action and to express themselves in a manner suitable for classroom teaching. Among the subjects which they would deal with are the proper relationships between officials and ministers, staff administration and human relations, financial administration in all its aspects, placing of contracts, purchasing and distribution of supplies, principles of organisation, methods of co-ordination (including relationships between departments, and between headquarters and out-stations), the administrative problems of technical services, the use and conduct of committees, office methods and public relations.

58. An instructor in practical administration should generally serve in an overseas post for at least two years, thus allowing him a reasonable time to familiarise himself with local conditions. The possibility of an extension for a third year or a second two-year tour, if all the parties concerned agree, should also be kept in mind. Instructors in practical administration should be sought from all the public services, i.e., from local government and the nationalised industries as well as from central government. Officers who have already been employed full-time in training work may be suitable for posts overseas; but, as the number of those likely to be available from that source would not be large, it would be desirable to draw candidates from as wide a field as possible. We recommend that a register should be compiled and maintained of British public servants who would be willing and suitable to serve overseas as instructors in practical administration.

59. Finance should not raise serious difficulties, even though some help from British Government funds might be needed. Very often the salaries of

the instructors in practical administration would be paid by overseas governments or by international organisations. The most important task is to negotiate terms of secondment from career service without loss of seniority or of prospects of promotion, and to persuade employers to make the short-term sacrifice required. Success will be achieved only if employing authorities come to recognise service overseas as being of national importance, and moreover an experience likely to enhance an employee's usefulness and entitling him to at least as much credit as if he had remained in Britain. Both employers and employed ultimately stand to gain from it. That understanding has already been accepted in the Civil Service. A model also exists in the code of secondment drawn up by the National Council for the Supply of Teachers Overseas, which is intended to meet a similar need in the schools on a vastly greater scale. **We recommend (a) that Government Departments and the nationalised industries should be asked to facilitate the overseas secondment of members of their staffs for service as instructors in practical administration and (b) that the associations of local government authorities should be invited to persuade their members to do likewise.**

60. It will be very desirable for the instructors in practical administration, even if they already have experience overseas, to have an opportunity to prepare themselves for their new tasks before they are sent abroad. It will be essential for them to learn about the background of the country to which they are going and the nature of its governmental institutions and to acquaint themselves with the problems which beset developing countries generally. Also they will usually need time in which to prepare and adapt the substance of their teaching for the new context and environment in which they will be working. They will not be able to do all these things completely in Britain, but a course of instruction here is almost imperative if the maximum value is to be obtained from their efforts. We consider that the Royal Institute of Public Administration could be utilised for this purpose, and that the Institute should be invited to devise and introduce such a preparatory course. This proposal would fit in well with one which we make later for a course in Britain for the training of the instructors in practical administration employed by overseas governments (paragraph 70). **We accordingly recommend that provision should be made for a preparatory course for British instructors in practical administration along the lines indicated above.**

### **University Teachers**

61. It is now accepted that universities have an essential part to play in education for administration, in association with a wide range of subjects, such as history, law, political science, economics and sociology. This development has gone furthest in the United States of America, where university expansion in this field has been encouraged by the Agency for International Development and its predecessors. There have been notable developments in France (the Ecole Nationale d'Administration and the Institut des Hautes Etudes d'Outre-Mer in Paris) and in the Netherlands (the Institute of Social Studies at The Hague, financed by the Dutch Government and governed by a Board of Trustees from the Dutch universities). Other European countries are not far behind; and some countries outside Europe, e.g., India, Brazil, the Philippines, show great interest. British academic work in this field has a high reputation; but the resources of British universities are still relatively

slender, and many requests are received from overseas, for advice and for the secondment of staff, which cannot be met. Some of these requests come from universities in developing countries, others from institutes of various kinds.

62. The difficulty here is primarily one of finding suitable people and of doing so quickly. This can be done in two ways: first, by helping the universities to draw into this field young scholars shortly after graduation by means of scholarships for higher degrees or advanced studies; secondly, by enabling the universities to attract academically able people from the public services. The Overseas Civil Service, for example, contains many people of high academic qualities who also possess relevant administrative experience; and, as localisation proceeds, they are rapidly being dispersed and lost. In addition, we believe that there are administrators in the Home Civil Service, the nationalised industries and the other public services who would welcome the opportunity to work for a time in academic surroundings at home and overseas. For public servants it would be necessary to make arrangements for secondment on the lines suggested in paragraph 59.

63. Moreover large numbers of students from developing countries, some of them public servants, attend courses in public administration in British technical and commercial colleges. The teachers there have to do a good deal of teaching at university level. Many of them have besides particularly relevant experience in teaching mature students who are not qualified for entry into a university. It would be advantageous to include the staff of British technical and commercial colleges in the kinds of arrangements proposed in our recommendations in paragraphs 58, 59 and 60.

64. Another source of staff, advice and information for use in local training overseas would be the special institution, the establishment of which is the subject of our recommendation in paragraph 88.

65. We understand that Commonwealth Education funds are available for use, on the advice of your Committee for University Secondment, in helping British universities to deploy existing resources in ways which assist universities in developing countries, e.g., by paying the fares needed in connection with the forging of links and facilitating exchanges and secondments. Some help is also available from Foundations, including American Foundations; but unfortunately the grants are insufficient in scale and duration to meet the need. If British universities are to play a part in preparing people of suitable experience to serve overseas in this field in this critical period, British Government funds will have to be made available for this specific purpose for the benefit both of Commonwealth and of foreign countries. We recommend (a) that British universities should be invited as a matter of urgency to adjust and, where necessary, expand their existing staffs, in order to enable members of their staffs to become available for service in developing countries and (b) that the cost should be met from British Government funds.

#### **Inter-University Links**

66. British universities working individually have been providing a great deal of help for many years to universities in developing countries, though not in a corporate capacity or with support from British Government funds. We have given much thought to American arrangements

under which a contract is placed by the Agency for International Development with a particular university or group of universities to provide continuing support to a programme of training and research in a named centre (or centres) overseas. For instance, the University of Pittsburgh sends staff to the Institute of Administration at Zaria in Northern Nigeria, which has recently become part of the new university there; in addition, Pittsburgh recognises the Institute's examinations as exempting from part of the Pittsburgh degree examinations, so that the best Zaria students can complete a degree in the United States of America. The University of Chicago has special relations with the political science department of Makerere University College in Uganda; the University of Syracuse is acting similarly in relation to public administration training in Kenya. These arrangements have great advantages in ensuring stable co-operation and mutual understanding; no better way has been found of ensuring continuity in support to an institution overseas; and there are also advantages for the departments concerned in the sponsoring university. We hope that British universities may find it possible to adopt similar methods.

67. We are glad to note that Commonwealth Education funds are available for use in helping to build up relationships of that kind in the Commonwealth; and we trust that similar provision will be made as necessary to do the same for interested foreign countries. We recommend that, in applying the British Government funds available, regard should be had to the crucial importance of putting the relatively small British university departments concerned in a position to make an appropriate contribution by sponsoring training institutions in developing countries.

#### **Books and Other Teaching Aids**

68. A fund of knowledge about administrative training exists in the British public services. Much of it has never been reduced to the form of textbooks or manuals; and those which exist are not well designed for overseas use. This knowledge covers besides the use of audio-visual aids, case studies, and other training devices. Of all these things there is a great shortage, in forms well designed for overseas use, notwithstanding the commendable enterprise shown by British publishers in overseas markets since the War, and the subsidized series of low-priced British books now available in some Asian countries. The provision of specially written textbooks, other printed materials, and audio-visual aids would be of great practical value to developing countries, as long as steps were taken to ensure that, when made available, the books etc. were properly deployed. Some British Government funds would be needed to meet the initial cost of preparing and issuing textbooks and other aids and the cost of presenting such books and aids to some overseas institutions; but activities of this kind, once successfully launched, should be self-supporting. What is needed is to bring together the needs of developing countries and the talent and experience of those capable of meeting the needs. Needs and possibilities in this field will define themselves more clearly if more British staff are engaged and given experience in training overseas. We recommend (a) that official encouragement should be given to the preparation and publication of textbooks and the provision of audio-visual aids, specially

designed for overseas use, on public administration and related subjects and (b) that British Government funds should be made available, where necessary, to support the above-mentioned activities, to purchase copies of the books and aids and of other printed materials for presentation to selected specialist libraries overseas, and to maintain the collections so formed.

## CHAPTER VI

### THE BRITISH CONTRIBUTION IN THE UNITED KINGDOM: ARRANGEMENTS FOR THE PRINCIPAL COURSES

#### Main Types of Provision

69. Although much departmental training and initial administrative training is or will be provided locally in developing countries, the following types of training will, we think, continue to be provided mainly in Britain (or elsewhere outside those countries):

- (a) Training generally and in the administrative work of particular Departments or spheres of activity.
- (b) Visits and attachments for special purposes.
- (c) Courses in training methods for training staff.
- (d) Academic studies related to public administration.
- (e) Advanced training specially related to the problems of administration in developing countries.

Types (c), (d), and (e) are discussed in this chapter. Types (a) and (b) are discussed, together with other matters, in Chapter VII.

#### Courses for Training Staff

70. Today the training of training staff in developing countries is specially important and urgent. As explained in Chapter V, the best help which Britain can give in this matter is help in local training. Action in this country however will probably still be necessary. It is desirable that special priority should be given to visits and attachments to Government Departments, local authorities, and other public institutions in this country for the staff of training institutions overseas; and that such visits should be carefully planned on the lines proposed for visits and attachments generally (paragraphs 102-104). It seems likely that the demand will be substantial and will increase over the next few years, in view of the growing number of crash training programmes in developing countries. In that event perhaps the most convenient and economical way of meeting the demand would be (as it has proved in other cases) to replace *ad hoc* visits and attachments by a special course in which such visits would be included. If the trainees were mature people, preferably with some experience of training, a course of not more than three months should be adequate and should meet the convenience of their governments, which are especially anxious not to lose the services of training staff for very long. It might be necessary to hold the course three or even four times a year. A course on those lines could

with great advantage be established by the Royal Institute of Public Administration, provided that the Institute were willing to accept responsibility for it; and it might well be linked with, though not necessarily identical with, the similar course recommended for British instructors (paragraph 60). We recommend that consideration should be given to the possibility of establishing in Britain a course for the training of instructors in practical administration who are employed by the governments of developing countries.

### **Formal University Courses**

71. Many universities now include a course or courses on aspects of public administration as part of the syllabus of a first degree. In addition some university courses are primarily concerned with the study of public administration. On the one hand, there are higher degrees (Ph.D., M.A., B.Litt., M.Sc.(Econ.), etc.) which can be obtained by advanced study and research in this field. On the other hand, there are diploma courses, which may last one or two years, part-time or full-time, and may be designed either for graduates or for non-graduates. Many overseas students, some of them seconded from the public service, come to this country each year to seek higher degrees related to some administrative subject. There is also a demand for entry to diploma courses at both levels. The courses are generally open to British students; but there is a tendency for British students in the public services to seek part-time courses, while overseas students seek full-time courses, so that some of the full-time courses for a Diploma in Public Administration have become in effect courses for overseas students.

72. Much thought is being given by university teachers to the possibility of developing these full-time diploma courses in ways especially useful to overseas students. The decision about academic matters of this kind is for the universities themselves; but there is no doubt that they would appreciate advice about the availability of overseas applicants and the kind of courses which would be advantageous to them.

### **Overseas Service Course A and Course B**

73. For many years the Universities of Oxford, Cambridge and London have provided courses specially designed for those entering or already working in the public services of developing countries, notably Overseas Service Course A at Oxford and Cambridge and Course B at all three universities. From the outset overseas trainees have been eligible for these courses, along with British trainees, and in recent years the overseas trainees have become the majority. Course A, for beginners in the administrative service, and Course B, for officers of some experience, have their origins in the work of the Devonshire Committee (Colonial No. 198 of 1946), which made a report to the Secretary of State for the Colonies.\*

\* In February, 1945, a report was made by the Devonshire Committee on post-war training for the Colonial Service. The Committee recommended that a university course should be established to give administrative cadets a general background to the work which they were going to take up; to start them with a proper sense of proportion; to show them what to look out for on their apprentice tours and the significance of some of the things which they might expect to see in that period; and to give them the minimum of indispensable knowledge on which to start their careers. The Committee also recommended that there should be another university course, to be taken by all administrative officers after a short apprentice tour and by a proportion of departmental and technical officers, with the object of enabling them to sit back and take stock of their professional knowledge and experience in a wider context of public affairs studies. The Colonial Office established these two courses as the First and Second Devonshire Courses respectively; and with some modifications they still exist, now under the names of Overseas Service Course A and Course B.

74. For the academic year 1962-63 at Oxford a modified course is being tried out, which is designed to cater for the needs of present-day Course A and Course B members within the framework of a common course. The training begins with a preliminary orientation course consisting of talks and visits; in the main course there is a central emphasis on comparative government, with options relating to economics, law, social anthropology, or natural resources, and with a regional approach to problems of development. Supplementary vacation courses, with an emphasis on practical rather than academic studies, may also be organised.

75. As explained in Chapter V, it is expected that initial administrative training will in future be given locally as a rule. In this event the demand for Course A will fall away rapidly, that course will soon be needed only at one university, and before very long it will cease to be needed at all in its present form. Thereafter it should be possible to make special arrangements for occasional trainees nominated for initial training here, particularly within the framework of the modified Oxford course described above.

76. Course B, however, or some adaptation of it, such as the modified Oxford course, should continue to be useful to developing countries for an indefinite period. It can and does provide a valuable broadening experience for public servants who have never before been far from home. To such people it gives the opportunity to exchange professional ideas with and make friends among administrators from other countries, and to have their thinking stimulated by university teachers who specialise in subjects of particular professional importance to them. Bearing in mind, however, that the present generations of Course B members are often strangers to life and work in a British university (or often indeed any other university), we think that the organisation of Course B should provide for more closely directed studies than have often been necessary in the past. The academic studies should perhaps also be supplemented, to an even greater extent than at present, by practical studies during the vacations.

### **Other Special Advanced Courses**

77. In recent years other important courses in public administration generally or in aspects of that subject have been established in British universities, technical colleges, and elsewhere as advanced training facilities for administrators in developing countries. A list of such special courses is given in Appendix D. We have not thought it necessary to comment on all these courses individually; but we greatly welcome the enterprise shown by the various educational and administrative authorities concerned, sometimes with encouragement from the British Government; and we are convinced that such courses meet a real and important demand. But continuous effort is needed to ensure that these special courses in Britain are orientated towards the needs of the overseas trainees who attend them.

78. Some interesting ideas for new courses have been put to us. Their value would depend on a careful assessment of the contents of each proposed course and the probable effective demand. Standing arrangements are needed for the informed study of such suggestions whenever they may be made.



79. We doubt whether the present provision meets the needs of public servants of limited education but considerable ability, who require a careful grounding in academic subjects, mixed with an element of practical training and practical experience. Some of the smaller Commonwealth territories in particular lack the resources to arrange such courses locally. Courses designed to meet this need might also be a useful supplement to local training facilities in other developing countries where these are heavily strained at a time of rapid expansion. The demand for such courses may however fluctuate rapidly, and it would be best if they could be provided in technical or commercial colleges which already have commitments in the same field of studies.

### **Shorter Advanced Courses**

80. Almost all the high-level courses in general administration and development policy, listed in Appendix D, last for an academic year or more. The two shorter courses nearest to this field are the Royal Institute of Public Administration course on the Practice of Administration in Central Government (three months) and the British Council course in Problems of Economic Development (three and a half months); the other shorter courses have a more specialised content, covering such subjects as taxation or local government. We are convinced that there is a need for shorter advanced courses, particularly for countries involved simultaneously in urgent training of a new service and ambitious development planning. These countries, although conscious of the value of a full year's course, are unable to spare senior men, or the best of their younger men with a few years' experience, for a solid nine months. Experience at the Administrative Staff College, Henley, and elsewhere shows that very effective shorter courses with a wide range can be designed. They require a different teaching technique, relying on case studies, seminar work, a combination of specialists in different fields and of practical men in the team of teaching and directing staff, and a bold compression of subjects which should properly demand far more refined—and lengthy—treatment. A three-month staff college course of this type, aimed at a mixture of administrative and development policy, would meet an urgently felt need, particularly for the upper-middle group of young administrators.

81. Nor, in our view, should even a three-month course be regarded as the irreducible minimum to make the long journey to Britain worthwhile. For the really senior men seminars or "workshops" of as little as one month's duration might be considered. Such shorter experience can often be combined with a visit for official conferences or negotiations without dislocation of important official duties. The time and distances involved in organising such seminars overseas are almost, if not quite, as great (for example, as between Lagos and Nairobi), and the concentration of teaching staff and documentation overseas much less rich.

### **Matters to be Handled by the Proposed Co-ordinating Machinery**

82. We do not think it necessary to make detailed recommendations about each of the subjects discussed in paragraphs 71 to 81. We recommend however that formal university courses, Courses A and B, special advanced courses, and shorter advanced courses should all be matters kept under review through the co-ordinating machinery proposed in paragraphs 110 and 111.

### Need for a Special Institution

83. Up to this point we have concentrated on the adaptation and improvement of the existing British provision to meet increased and changing demand. But looking deeper, we are convinced that there are certain weaknesses in the present arrangements which require more far-reaching remedies. These weaknesses spring from two main causes. One is the essential differences in need and environment between the British tradition of administrative training and the situation today in many developing countries. The other is that the empirical British approach has resulted in the dispersal, between many diverse agencies, of the resources which have a bearing on high-level administrative training in these countries.

84. As to dispersal, it is clear that the British training effort is, and will increasingly be, handicapped by the lack of a centre devoted to studies in the practical problems—political, economic, social and administrative—which are being encountered by many countries in their drive for rapid development. Training cannot be relevant and effective unless it is continuously refreshed by a constant inflow of information and is based upon more formal studies. Such studies in their turn require first-rate, easily available documentation. We are satisfied that there is a need for a much stronger focus of development studies in Britain in relation to administrative training and for a reorganisation of the relevant documentation.

85. The differences in need and environment raise a more fundamental problem in regard to top-level administrative training. As said in Chapter II, we are not merely concerned with training men to run an administrative machine, important as that is. We are concerned to help senior public servants in developing countries who must be constantly occupied with policy subjects, and whose responsibility for advising their Ministers is all the heavier because so little expertise is available to them from the community outside government. There has not been time for many of these men to mature in the slow process of in-service training by which men rise to the top in Britain; and they are faced with administering development plans under forced draught, without time for the full processes of consultation and often without access to the variety of comparative information which is available in more developed societies. While the number of senior administrators concerned is not massive—though it is not inconsiderable—their importance is great; they will have a large say in the use of the great sums of aid which Britain and others are making available to developing countries.

86. To give effective help to such administrators, a course must be based on a wide, inter-disciplinary syllabus which goes far outside administrative training in its narrower traditional sense. This can only be achieved by a full-time inter-disciplinary team backed by studies and documentation. This advanced administrative training should therefore be an integral part of the centre devoted to development studies which is suggested in paragraph 84.

87. We are aware that a number of institutions in Britain are already engaged in some part of this field and that some of them might be able to tackle the problem. But we consider that, to create a proper focus of research, documentation and teaching, an institution specially designed for

these purposes may be required. The type of institution which we have in mind would probably have the following functions:

- (a) To help train general administrators in co-ordinating national development plans, and top and middle level experts in the specialised techniques of economic, social and administrative planning.
- (b) To train trainers and research workers in these subjects for the corresponding institutes in developing countries, so that more and more of this training may be done locally; also to train more British experts in this field.
- (c) To assemble in Britain a mixed faculty to study and teach economic and social development problems in their contemporary settings, with more concentration and specialisation than at present; bringing both practical experience and all the relevant academic disciplines to bear upon the questions actually confronting governments of developing countries.
- (d) To initiate and collaborate in research applied to development and administration and to transmit, on the one hand, the results of pure and applied research to public servants and, on the other, the experience of governments to universities.
- (e) To provide a secure home base for a small body of British experts readily available for secondment to institutes overseas and for consultation by governments.
- (f) To tie Britain more closely into the international exchange of ideas and experience on development which is already in progress.

The institution would need at least ten to fifteen high-level appointments, some of them filled by secondment from other institutions, with ancillary staff. When fully developed its annual cost could hardly be less than £150,000; but it is to be hoped that the full cost would not have to be met from British Government funds alone. It should work in co-operation with the advisory council which is proposed in paragraph 111.

88. Clearly the functions of this special institution would extend into fields outside the terms of reference of the Committee. Furthermore it could only be founded after much consultation between governmental, educational, and other interested bodies. So far however as our work is concerned we believe that an institution on these lines would be of great value. We recommend that an investigation (including consultation with other interested bodies) should at once be made into the factors which would have to be taken into account in establishing a special institution in Britain for top-level training in administration (including development training), combined with research into the fields which the training covers.

### **Documentation**

89. A closely related problem which troubles us is that, if action is not taken promptly, Britain will no longer hold its position as a centre where there is available material for the study of development administration on a world-wide scale. The India Office and the Colonial Office were in their time centres of documentation in which was brought together material related to all the administration of a great empire. Some of those resources

were not at once available to scholars ; but a great many official publications were readily accessible in the India Office and Colonial Office Libraries and many could be bought through the Crown Agents for Oversea Governments and Administrations. This (in combination with other libraries) made London a world centre for studies related to the development and administration of what were then colonial areas. As colonies have become independent, those advantages have in many cases disappeared, even though the Colonial Office, Commonwealth Relations Office, and Department of Technical Co-operation are served by a joint library which receives many official publications from independent countries. But it becomes more and more difficult even for great libraries to bring together the comprehensive basic material, such as overseas parliamentary papers and official reports, needed for research and teaching about development at a high level. It would be advantageous to improve the links with government publishers in Commonwealth countries ; and to extend them systematically to countries such as those of Latin America, South East Asia, and French-speaking Africa. Without resources of that kind the special institution discussed in paragraphs 83-88 could not work effectively ; and it might be one of its functions to have a special concern for this matter. We note however that the gap already exists and is widening. We are concerned here with the creation of a necessary tool for teaching and research ; but such a documentation centre would be of great value in other ways. We recommend that as a matter of urgency the question should be considered of joining or co-ordinating the relevant sections of the Foreign Office Library and of the combined Library which serves the Commonwealth Relations Office, Colonial Office, and Department of Technical Co-operation, to form in London a centre of documentation for development administration overseas.

## CHAPTER VII

### THE BRITISH CONTRIBUTION IN THE UNITED KINGDOM : MISCELLANEOUS MATTERS

#### General

90. In this chapter we deal with a number of matters—related to and in a sense subsidiary to the facilities provided in Britain, but of considerable importance in the day to day working of training arrangements. These are :

- The selection of trainees.
- Orientation courses.
- Knowledge of English.
- Certificates and examinations.
- The work of particular Departments or spheres of activity.
- Visits and attachments.
- Financial support for special courses.

#### The Selection of Trainees

91. The British Government and other interested authorities are naturally concerned that, after a public service trainee has studied here, his government should be satisfied with the result and he himself should be conscious of

some benefit gained. Satisfaction with the training must depend to a great extent on the preparation given to each trainee in advance and the use made of his training afterwards, both largely matters for the employing governments themselves.

92. In our view the trainees most suitable for selection for training in Britain are generally people with some experience in the public service who are on their way to higher office; not necessarily university graduates, but people of personal maturity and balanced temperament, who understand the public institutions of their own country, are eager to see their country's affairs in a wider context, and are unlikely to be overwhelmed by the difficulties of finding their feet in a strange land. Experience has shown that trainees lacking these qualities who come to Britain may have such serious difficulties of personal adjustment that training becomes impossible for them except in a carefully prepared and sheltered environment.

93. If an officer from overseas completes a course of training in Britain and, on return to his own country, is not given an appointment for which his training here has fitted him, nor given the opportunity and duty of passing to others in his service something of what he has learnt during that training, neither the employing government nor the officer himself can get proper value from that training.

94. Many difficulties are caused when an officer is nominated from overseas and accepted by an educational institution here (usually against keen competition from other sources) and the nomination is then withdrawn, either during the course or before it begins. The impression thus created can easily make it difficult to get other overseas trainees accepted later by that institution. Such cases occur all too frequently.

### **Orientation Courses**

95. Many trainees, coming to Britain for the first time, need a preliminary orientation course. Such courses are frequently organised in this country; and one can sometimes be arranged in their own country for a group of trainees coming together. In some cases it is a social course (how to live in Britain), in some cases a professional course (introducing British institutions); and in some cases both are needed. The British Council is well aware of the need and gives special attention to it.

### **Knowledge of English**

96. Persons who come to Britain for training in public administration but who have an inadequate knowledge of the English language are greatly handicapped, and in extreme cases they may go home little the wiser for their training. Whenever possible, the standard of a trainee's language fluency should be checked in his own country by means of an official test before the promise of training in Britain is made. Many trainees need an intensive preliminary language course, to perfect their English before leaving their own countries, or to brush up its fluency immediately after their arrival in Britain, before beginning their main course of study. Preliminary courses should, in appropriate cases, include special language preparation related to the subsequent course of training, including comprehension of spoken English at normal lecture-room speed. Special teaching aids may be of value in achieving success in such training both overseas

and in this country, e.g., the use of tape specimens of typical lecture-room material, building up to normal speeds.

### **Certificates and Examinations**

97. Our concern throughout is with training, not with examinations. Formal examinations in subjects relevant to administration have their advantages but may not always be appropriate. It is not our business to comment on this general issue; but two points are relevant to our enquiry.

98. First, students from some countries are anxious to take home some formal written evidence of their study abroad. A formal diploma can be given only after adequate formal examination; and that may often be a hinderance rather than a help in training. But in some cases those in charge of courses have been ready to issue a signed certificate of satisfactory attendance to those completing course requirements, even without formal examination. We commend this practice, which is helpful to students and does not endanger academic standards.

99. The second point is the place of external examinations in fields related to public administration which are offered by certain examining bodies in Britain, among them the Local Government Examinations Board, the Institute of Municipal Treasurers and Accountants, the Chartered Institute of Secretaries, and the Corporation of Secretaries. The demand for these examinations reflects a real need, because they measure definite standards of competence among students who may not have had the opportunity of formal higher education. But, since the contents of the papers relate to government in Britain rather than government overseas, the examinations generally make only a limited contribution to the training of overseas administrators. Some examining bodies however are willing to adapt their syllabuses to meet overseas needs. It is for those in charge of training programmes in developing countries to weigh the pros and cons of external examinations devised and administered in other countries. All that need be done by authorities in Britain is to try to ensure that the facilities offered by the British examining bodies concerned are widely known overseas. The initiative then rests with interested governments and training organisers to get in touch with the examining bodies, should they so wish.

### **The Work of Particular Departments or Spheres of Activity**

100. Government Departments and the nationalised industries receive many officials from developing countries for whom they arrange *ad hoc* discussions or visits of an instructional nature. So far as practicable, and subject to the home demand, the same authorities also admit limited numbers of overseas visitors to suitable training courses which, though organised for their own staffs, happen also to be of value to such visitors. The Ministry of Labour provides courses specially for overseas visitors. So far as we can judge, overseas requests for such help are being reasonably met. We would however stress the continuing importance of this form of training and express the hope that those concerned in arranging it will continue to respond favourably to any requests which overseas governments, applying through the Department of Technical Co-operation or other official channels, may make to them.

### **Further Matters for the Co-ordinating Machinery**

101. We do not think it necessary to make detailed recommendations about each of the subjects discussed in paragraphs 91 to 100. We recommend

however that the selection of trainees, orientation courses, knowledge of English, certificates and examinations, and training in the work of particular Departments or spheres of activity should all be matters kept under review through the co-ordinating machinery proposed in paragraphs 110 and 111.

### Visits and Attachments

102. Our attention has been specially drawn by several witnesses and other informants to the difficulties of arranging *ad hoc* programmes of visits and attachments to Government Departments, local authorities, and other public institutions in Britain for individual visitors from developing countries. There was some conflict of evidence about the value of attachments to local authorities and some other public bodies.

103. Often distinguished visitors know exactly what they want to see and discuss, and need only practical help in arranging their time-table. But there are other cases in which the visitor, financed by his government or by an international agency, has not been briefed in advance about the structure of British government, and knows the needs of his own country but not the relevant British organisation. The position may be further confused in that visitors may apply to any one of many different Departments or may exceptionally arrive unheralded. This however is not a matter in which a high degree of centralisation and administrative tidiness is possible or perhaps desirable.

104. There are particular difficulties in the practice of accepting officials from developing countries for attachment to carefully chosen British public offices for periods ranging from a few days to several months. Some of our informants felt that friendly individual attention of this kind was one of the most valuable things which could be offered in Britain. But there was also evidence that in the past some attachments had not proved satisfactory, because at the outset the visitor knew little or nothing about British government and the place of the office in it, or because the host had no clear idea what the visitor was supposed to do and to see. Furthermore, even in the best circumstances it is not at all easy to introduce an overseas visitor into a British Government Department or similar public office and to keep him instructively occupied without imposing too heavy a burden on the staff. These are matters which can be put right only by closer contacts, by careful planning, by correspondence well in advance of the visit, allowing adequate time for making the arrangements, and by better supervision. It is right that we should pay tribute here to the immense trouble taken by a great number of individual officials to make such visitors welcome and to treat them as friends and colleagues. This sense of personal concern among professional administrators is of the greatest value; and it is important that it should not be wasted for lack of care in its use. In some cases the value of the visits and attachments would be enhanced by an introductory course on British government, held several times a year if necessary. In others it would suffice to arrange for preliminary reading to be done in an information centre—a service already provided on a limited scale in the Library of the Royal Institute of Public Administration and capable of development with modest help from British Government funds. We recommend (a) that arrangements should be made for training visits and attachments in Britain only after careful preliminary discussion both with the visitor's government and with the proposed host authorities; (b) that wherever possible a short introductory course on British government should be provided for those who can be grouped satisfactorily or are

already members of a group, before beginning a programme of visits or attachments; and (c) that consideration should be given to the establishment of an information centre where preliminary reading material would be readily available, to which individual visitors should be directed before beginning their programmes.

### **Financial Support for Special Courses**

105. When an educational institution runs a special course which the British Government wishes to see provided for the benefit of developing countries, the Government must be prepared to afford some measure of protection against financial loss to the educational institution concerned. The institution should be encouraged to charge a fee for each trainee which fully reflects the cost of the course; that fee would usually be paid for each trainee, either by his employing government or by the British Government as a form of technical assistance. In addition some precaution must be taken against the risk that the number of nominations received for a particular course may fall short of the minimum needed to enable it to pay its way. The precaution should probably take the form of a guarantee that, provided realistic fees are being charged, the British Government will meet the cost of any deficit in the running of the course, up to a named amount. Without such guarantees educational institutions do not have a fair chance to engage and retain the most suitable staff for special courses. We recommend that, when an educational institution in Britain runs a special course, approved by the Department of Technical Co-operation, for the benefit of developing countries, arrangements should be made, if necessary, to underwrite the course from British Government funds against a limited financial loss.

## **CHAPTER VIII**

### **ORGANISATION**

#### **Improvements in Organisation**

106. It has been explained earlier in our report that the existing arrangements have largely grown up piecemeal to meet particular needs as they arose. Much of what is being done by Britain in providing training facilities both overseas and in this country is of high quality. But the existing arrangements are not adequate to meet the demand for training facilities on the present scale—a demand moreover which includes the greatest diversity in the subjects of training and in the standards of education and experience of the trainees. The present arrangements are not well fitted to deal with a situation of growing urgency; nor is any single authority well placed to keep the whole field under review and to make sure that the total needs of the situation are envisaged as a whole.

107. The setting up of the Department of Technical Co-operation has given an opportunity to review existing arrangements and to enable more satisfactory machinery to be devised to supervise and co-ordinate the whole range of British training facilities in public administration and related subjects for overseas countries.

108. In the work of providing suitable training facilities in Britain and placing and looking after trainees from developing countries the



principal ally of the Department of Technical Co-operation is the British Council. These two organisations already work closely together and maintain contact with many educational and professional institutions and public authorities, whose support is essential in providing administrative training of every kind at many levels, both in Britain and overseas. It is important that this close collaboration should continue.

109. We believe, however, that co-operation between the Department of Technical Co-operation, the British Council, and other bodies would be improved by the formation of a co-ordinating unit; and that there is also a need for an advisory council to bring together the main sources of unofficial expertise.

### **Need for a Co-ordinating Unit**

110. The co-ordinating unit should be given the following functions:

- (a) To gather information about overseas needs in the whole field of training in public administration, to keep under review the facilities existing in Britain (including the availability of books and other teaching aids), and to consult with universities and other educational authorities concerned as to the means of meeting overseas needs.
- (b) To ensure that the Department of Technical Co-operation and the British Council operate in concert, wherever this is advantageous, and have a common pool of information on which to draw.
- (c) To ensure that the fullest possible information about courses in the field of public administration which are available in Britain is made known abroad through British representatives overseas or by whatever means may be thought desirable.
- (d) To improve as far as possible (bearing in mind the views and wishes of employing governments) existing arrangements for the selection and allocation to courses of overseas trainees, with the aim of ensuring that suitable persons are selected and are allocated to the most suitable courses.
- (e) To co-ordinate the work of the Department of Technical Co-operation and the British Council and any other organisations involved in meeting the growing demand for British aid in local training in public administration.
- (f) To estimate the numbers of persons required to fill posts in developing countries for teaching and training duties in public administration, and to advise on priorities in the filling of vacancies.
- (g) To advise how overseas enquiries and suggestions about projects for overseas development studies should be directed towards the institutions best fitted to deal with them (not necessarily the special institution itself).
- (h) To gather information about the contribution of other technical assistance donors—governments, international organisations, and private Foundations—in this field.

The co-ordinating unit should be composed of members of the staff of the Department of Technical Co-operation and the British Council who

are already employed in those duties. We recommend that a co-ordinating unit for administrative training should be set up for the purposes described above.

### **Proposed Advisory Council**

111. The Department of Technical Co-operation and the British Council will need advice and assistance from many organisations active in this field. Moreover, our report has shown how essential it is that the universities, technical colleges, local government authorities, and others should work closely together in the arrangement of training facilities. We think that it would be helpful if this co-ordinating function also were formalised and an advisory council, representing a number of institutions, were to be set up for public administration training and development studies. The Council's task would be to advise on the fields of work described in the paragraph above. Its secretariat would be provided by the co-ordinating unit. We recommend that an advisory council for public administration training and development studies should be set up for this purpose.

### **Department of Technical Co-operation and British Council Staffing**

112. If our recommendations are accepted, it will be necessary to provide more administrative and supporting staff in the Department of Technical Co-operation, and possibly the British Council, to deal with the increased work on training arrangements. We need not make detailed suggestions on that point.

### **Personal Contacts Overseas**

113. Full and clear descriptions of courses must be available to the governments of developing countries, together with guidance on the help which can be given to meet the expenses of trainees in Britain. Such information is already provided overseas through governmental channels and through the British Council. The matter would be kept under review by the co-ordinating unit suggested in paragraph 110. We would stress however that there is no substitute for personal knowledge about such things. It is helpful if British overseas representatives can be given, when in this country, some briefing about training possibilities. Furthermore in most developing countries there are British Council officers with special knowledge of student problems and training facilities; and in countries where such officers are not available arrangements might be made on a regional basis. Moreover the effective advertisement of British courses is often impeded by administrative limitations in departments of interested governments, which personal contacts may help to overcome. To facilitate publicity for British training facilities, we recommend (a) that the number and distribution of British Council officers available for that purpose overseas should be reviewed and (b) that British Government funds should be provided to send British officials and teachers concerned with administrative training on more frequent visits to interested overseas countries than are made at present.

### **Cost**

114. As mentioned in paragraph 41, we have been unable to obtain reliable figures on the extent of the future overseas demand for British

help, either locally or in Britain, in training in public administration and related subjects. That omission has been a serious handicap in our work. One consequence is that we are unable to offer any detailed estimate of the probable additional expenditure from British Government funds which acceptance of our recommendations would involve. After carefully considering the needs we suggest that in the first instance the sum of £200,000 per annum should be provided specifically for carrying out our recommendations. This sum excludes any provision for a special institution, which, we recommend, should be the subject of an immediate enquiry. The benefit which would be received by the countries concerned, in a matter of great importance to their orderly and efficient development, is self-evident. Further, very large sums of money are being spent on development projects overseas; and it would be extremely short-sighted of Britain to neglect, for the sake of avoiding relatively small expenditure on the improvement of training facilities, any opportunities which may exist of helping to make those projects more productive by providing improved training facilities for overseas administrators.

## CHAPTER IX

### SUMMARY OF RECOMMENDATIONS

115. The chief points on which we make recommendations are summarised below and references are given to the paragraphs in the body of the report where the full text of our recommendations will be found. We have not thought it necessary to name the authority which should take action in each case. No doubt the initiative will lie with the Department of Technical Co-operation in most cases.

- (i) A register of British instructors for service overseas should be compiled and maintained (paragraph 58).
- (ii) The secondment of British public servants to overseas countries for training duties should be encouraged by offering suitable terms of service (paragraph 59).
- (iii) A preparatory course should be provided for British instructors going overseas (paragraph 60).
- (iv) Better arrangements should be made at British Government expense for the secondment of British university staff to overseas countries (paragraph 65).
- (v) Better arrangements should be made at British Government expense for the sponsorship of overseas training institutions by British universities (paragraph 67).
- (vi) Official encouragement should be given to the publication and distribution overseas of books and other teaching aids on public administration (paragraph 68).
- (vii) Consideration should be given to starting a course in Britain for instructors from overseas (paragraph 70).
- (viii) University and other advanced courses should be kept under review through new co-ordinating machinery (paragraph 82).

- (ix) The possibility should be investigated of establishing a special institution in Britain for top-level administrative training and related research (paragraph 88).
- (x) Consideration should be given to forming a centre in London for documentation relating to development administration overseas (paragraph 89).
- (xi) The selection of trainees and certain associated matters should be kept under review through new co-ordinating machinery (paragraph 101).
- (xii) Visits and attachments in Britain should be arranged with great care and well in advance and be associated whenever possible with an introductory course or with preliminary reading in an information centre (paragraph 104).
- (xiii) Special courses in Britain should, if necessary, be underwritten from British Government funds (paragraph 105).
- (xiv) A co-ordinating unit for administrative training should be established (paragraph 110).
- (xv) An advisory council for public administration training and development studies should be set up (paragraph 111).
- (xvi) Better arrangements should be made for maintaining personal contacts between British officials and teachers on the one side and their counterparts in overseas countries on the other (paragraph 113).

116. In the course of our enquiry we have had to collect and analyse a great deal of information about training arrangements of many types, and probable requirements in the future, from countries all over the world. All this, together with the many tasks which were essential to the preparation of our report, have imposed a very heavy burden on the Secretary. We are very grateful to him for the courtesy, competence and thoroughness with which he has carried out his duties.

BRIDGES (*Chairman*)  
 W. J. M. MACKENZIE (*Vice-Chairman*)  
 E. M. CHILVER  
 GORDON HADOW  
 W. F. HOUGHTON  
 GUY HUNTER  
 M. W. MCCRUM  
 A. H. MARSHALL  
 RAYMOND NOTTAGE  
 C. J. RITCHIE  
 R. E. ROBINSON  
 W. A. ROBSON  
 P. ROGERS  
 P. M. ROSSITER

K. G. ASHTON (*Secretary*)

London

14th January, 1963.

## APPENDIX A

### INSTITUTIONS AND INDIVIDUALS FROM WHOM MEMORANDA AND LETTERS HAVE BEEN RECEIVED

Information was provided in memoranda and letters by 18 Government Departments in Britain, 27 Governments of British dependent territories, and 19 British diplomatic missions in independent countries. In this way the Committee was given a broad conspectus of the situation overseas.

In addition memoranda or letters were received from the following institutions and individuals:

Administrative Staff College  
Association of Municipal Corporations  
Monsieur A. Bertrand, Director, Department of Social Sciences, UNESCO  
Birmingham University  
British Council  
British Iron and Steel Federation  
British Transport Commission  
Cambridge University—Overseas Studies Committee  
Chartered Institute of Secretaries  
Corporation of Secretaries  
Mr. W. L. Dacey, Secretary, County Councils Association  
Professor Clement Dodd, Middle East Technical University  
Electricity Council  
Mr. I. S. Fraser, formerly on the staff of the Imperial Ethiopian Institute of Public Administration  
Mr. I. L. Gowan, Senior Lecturer in Public Administration, Nottingham University  
Mr. J. A. Green, Hon. Secretary, Association of Local Authorities in Tanganyika  
Mr. A. H. Hanson, Reader in Public Administration, Leeds University  
Industrial Welfare Society  
Institute of Municipal Treasurers and Accountants  
Mr. J. D. W. Lindley, Organising Tutor, Course in Public and Social Administration, South Devon Technical College  
Liverpool University  
Mr. A. V. S. Lochhead, Director, Social Administration Courses, University College, Swansea  
Mr. Dudley Lofts, Secretary, Local Government Examinations Board  
London County Council  
London University—Institute of Commonwealth Studies  
London University—Institute of Education  
London University—London School of Economics and Political Science  
London University—Department of Social Science and Administration, London School of Economics and Political Science  
London University—School of Oriental and African Studies  
London University—School of Hygiene and Tropical Medicine  
Mr. H. Maddick of Birmingham University, working in India for the Ford Foundation  
Manchester University  
National Coal Board  
Oxford University—Committee for Commonwealth Studies  
Oxford University—Department of Social and Administrative Studies  
Production-Engineering Limited  
Public Administration Committee of the Joint University Council for Social and Public Administration  
Reading University—Institute of Education  
Royal Institute of Public Administration  
Sheffield University  
Southampton University  
Mr. W. S. Steer, Senior Lecturer-in-Charge of Public Administration, Exeter University  
Mr. R. E. Wraith, Lecturer in Public Administration, University College of Ibadan, Western Nigeria  
United Kingdom Railway Advisory Service  
United Nations—Division for Public Administration, Department of Economic and Social Affairs.

## APPENDIX B

### WITNESSES HEARD IN ORAL EVIDENCE

The following witnesses were heard at meetings of the full Committee:

- Mr. M. J. Bennion, C.B.E., then Principal, Institute of Administration, Zaria, Northern Nigeria
- Mr. A. S. Livingstone, Director, Public Administration Course for Overseas Government Servants, Manchester University
- Mr. E. G. Rowe, C.M.G., Supervisor of Overseas Service Courses, Oxford University
- Mr. F. J. Tickner, C.B.E., then Acting Director, Division for Public Administration, Department of Economic and Social Affairs, United Nations
- Mr. R. E. Wraith, C.B.E., Lecturer in Public Administration, University College of Ibadan, Western Nigeria.

In addition, a sub-committee had a meeting in London with Monsieur Raymond Hedoin, Secretary-General of the Ecole Nationale d'Administration, Paris, in order to obtain information about French activities in this training field.

## APPENDIX C

### SOME DEVELOPING COUNTRIES WHICH HAVE ESTABLISHED INSTITUTES OF PUBLIC ADMINISTRATION OR COMPARABLE INSTITUTIONS TO GIVE TRAINING IN THEIR OWN COUNTRIES

Training may be arranged in four distinct places: (a) on the job within the employing Department; (b) by formal group instruction within the same Department; (c) in Government training colleges; or (d) in educational institutions, such as universities and technical colleges. On-the-job training is universal and formal departmental instruction very common; it seems unnecessary to give examples of them. Government training colleges and educational institutions which take part in this training are more rare in developing countries; and some examples are given below. It is not claimed that the list is exhaustive; for the information received by the Committee by no means covers all possible countries and is now at the best several months old and likely to be partly out-of-date in regard to this rapidly developing field of activity. The examples below are set out under country headings, in order to give as coherent an idea as possible of the range of these activities in each country.

In many former French overseas territories institutes of public administration have been established with technical assistance from France.

Many of the institutions mentioned below have been or are being established with help from technical assistance donor countries, the United Nations, or private Foundations. British assistance of that kind has been given chiefly to her present or former dependent territories through the provision of Colonial Development and Welfare funds or through the provision of staff. The staff has usually been drawn from the Overseas Civil Service and to a lesser extent from the Home Civil Service, the nationalised industries, local authorities, universities, and other educational institutions; officers from those sources are withdrawn as and when qualified officers of local origin become available.

Country	Name of Institution	Facilities Offered at the Institution
Argentina ...	Advanced Institute of Public Administration (established with help from the United Nations)	Training courses for public servants, especially those in intermediate grades, research facilities, and advice to Ministers.
Brazil ...	School of Public Administration (established with help from the United Nations and from the United States Government)	A degree course and other advanced and special short courses for public servants.
Burma ...	Institute of Public Administration and Management (established with help from the United Nations, the Ford Foundation, and the Colombo Plan)	Training for public servants, especially clerks, superintendents, and senior assistants.
Ceylon ...	Public Service Training Centre	—
Costa Rica ...	Advanced School of Public Administration (established, to serve Central America, with help from the United Nations and some of the Specialised Agencies)	Training for middle-grade and senior public servants. It is a regional institute, especially interested in administrative problems associated with the economic integration of the Central American countries.
Egypt ...	Institute of Public Administration (established with help from the United Nations)	Training for public servants, administrative research, and general advice.

Country	Name of Institution	Facilities Offered at the Institution
Ethiopia... ..	Imperial Ethiopian Institute of Public Administration (established with help from the United Nations)	Consultative services, research facilities, and training for public servants.
Ghana ... ..	Institute of Public Administration (established with help from the United Nations)	A research unit, a library, and a teaching unit, providing a nine-month course for university graduates who are entering the public service as administrative cadets.
India ... ..	Indian Institute of Public Administration (receiving help from the Ford Foundation)	Postgraduate courses for public servants. Seven or eight Indian officials are sent abroad each year on fellowships to study particular subjects in public administration. Professors are received from other countries, including Britain, on short attachments as teachers at the Institute.
	Administrative Staff College	Courses, including public administration among other subjects, on similar lines to those of the Administrative Staff College in Britain.
Indonesia ... ..	Institute of Public Administration (established with help from the United States Government and the Ford Foundation among others)	Three-month courses for public servants. A staff of experts who may be consulted by Indonesian regional centres for the study of public administration.
Kenya ... ..	Kenya Institute of Public Administration (established with help from the British and United States Governments)	Courses designed specifically for three categories of staff, administrative officers, executive officers, and local government officers.
Libya ... ..	School of Public Administration (established with help from the United Nations)	—
Nigeria ... ..	Institute of Administration, at Zaria, Northern Nigeria	In the past courses for public servants at all levels up to that of administrative cadet; as the result of a reorganisation now in progress, advanced training only in future. (The Institute was a pioneer in this field in Africa, has an international reputation, and is much studied by other countries interested in following the Nigerian example).
	Federal Training Centre	—
North Borneo ... ..	In-Service Training Centre	Primarily for the training of clerical staff.
Northern Rhodesia ... ..	Local Government Training School	For the training of native authority staff.



Country	Name of Institution	Facilities Offered at the Institution
Northern Rhodesia—cont.	University College of Rhodesia and Nyasaland (sited in S. Rhodesia)	A new one-year diploma course in public administration has been founded there and will cater for selected serving officers from N. Rhodesia.
Nyasaland ...	Institute of Public Administration (being set up with help from the British Government)	Courses which will be obligatory for all those selected to enter either the administrative officer or executive officer grade.
Pakistan ...	Civil Service Academy	Training for civil service probationers before they take up their appointments.
	National Institute of Public Administration	Training for middle-grade staff in the civil service.
	Administrative Staff College	Training for the more senior public servants.
Philippines ...	University of the Philippines College of Public Administration	—
Sierra Leone ...	Civil Service Training College	Ultimately courses for public servants of all kinds and levels; beginning with courses for executive and clerical staff.
Sudan ...	Institute of Public Administration (established with help from the United Nations and UNESCO)	—
Tanganyika ...	Technical Institute	Technical and sub-professional training for public servants.
	National Resources School	—
	Local Government Training School (and other similar departmental training institutions)	—
	Administration Training School	Six-monthly courses for administrative cadets.
	A Civil Service Training Centre (in preparation)	Short courses for sub-clerical, clerical, and executive grades.
	Institute of Public Administration (in preparation—to co-operate with the University College)	—
Thailand ...	Institute of Public Administration (established with help from the United States Government)	—
Turkey ...	Public Administration Institute for Turkey and the Middle East (established, with help from the United Nations, to serve the whole region)	Courses for public servants; also research.

Country	Name of Institution	Facilities Offered at the Institution
Turkey—cont. ...	University of Ankara	—
	Middle East Technical University	—
Uganda ...	Nsamizi Training Centre	Elementary and practical courses for public servants of several kinds.
	Makerere College	Advanced, three-month courses for public servants; a twelve-month diploma course in preparation.
	Clerical Training Centre	—

# APPENDIX D

## PARTICULARS OF SOME SPECIAL COURSES IN BRITAIN PROVIDED FOR TRAINEES FROM OVERSEAS

All the courses in Britain mentioned below are specially provided for trainees from overseas. Most of the information is included by courtesy of the British Council. Interested governments can obtain more information on particular courses through British Council offices, British embassies or British High Commissioners' offices.

There are besides many other courses of training in public administration and related subjects, not specially provided, to which trainees from overseas can be admitted, such as the academic postgraduate Diploma in Public Administration at London University. Details may be found in a handbook, *Higher Education in the United Kingdom*, published for the British Council and the Association of Universities of the British Commonwealth by Longmans, Green and Co., Ltd.

Institation Organising Course	Details of Course	Dates	Applications Required in U.K. by	Type of Candidate for whom the Course is intended
<i>University Courses</i> Oxford and Cambridge Universities (for the Department of Technical Co-operation)	Overseas Service Course A	October to June	1st May	Recruits to the administrative service (see paragraphs 73 to 76 of the Report).
Oxford, Cambridge and London Universities (for the Department of Technical Co-operation)	Overseas Service Course B	October to June	1st May	Administrators of some years' experience and their professional colleagues (see paragraphs 73 to 76 of the Report).
Manchester University	Course in Public Administration	September to July	1st April	Experienced civil servants of normally not less than seven to ten years' service.
Manchester University	Course in Economic Development (Two-Year Diploma)	October to June	31st January	Graduates in economics with direct experience of the development problems of their own countries, provided that they have a good knowledge of written and spoken English, statistical method, and theory of development economics, will be exempted from the first year course, if they pass a general knowledge examination paper in statistics and development economics in the first week of the academic year upon arrival in Manchester.

APPENDIX D—continued

Institution Organising Course	Details of Course	Dates	Applications Required in U.K. by	Type of Candidate for whom the Course is intended
<i>University Courses—cont.</i> London School of Economics and Political Science	Industrial Financing— Financial Institutions	October to April	31st May	Experienced officials of overseas government finance or development corporations, nationalised industries and central banks.
London School of Economics and Political Science	Economic and Social Administration (Diploma)	September to July	15th April	Normally university graduates with several years' experience of administrative work in the civil service, public corporations or suitable types of business in low income countries. In special circumstances it is also open to candidates otherwise well qualified, who do not hold degrees, or to graduates who have had no practical experience, but are taking up administrative appointments.
London School of Economics and Political Science	Foreign Service Course	October to June (or in exceptional circumstances, April)	1st July	Graduates who are members of the diplomatic service or who are intending to embark on diplomatic careers.
[Oxford and Cambridge Universities can arrange similar foreign service courses as necessary]				
London School of Economics and Political Science	Course in Social Administration for Graduates (One-Year Diploma)	October to June	31st January	University graduates who have practical experience or other qualifications of special relevance to the course.
London School of Economics and Political Science	Course in Social Administration for Non-Graduates (Two-Year Diploma)	October for two years	31st January	Candidates of not less than 20 years of age who have had a year's experience of employment in a paid or voluntary capacity.

University College, Swansea ...	Social Policy and Administration (Diploma)	September to August	31st January	Experienced social workers or administrators preparing to hold senior posts in the social services at a policy, training or supervision level. Candidates should be over 25 and possess a university degree, preferably in the social sciences, or show evidence of capacity to pursue applied studies at post-graduate level.
University College, Swansea ...	Social Development and Social Administration (Two-Year Diploma)	September for two years	15th February	People preparing to hold posts in social work, community development or social administration. Candidates should be over 21 and have some working experience. They should possess university matriculation or provide evidence of capacity for university study. The course includes substantial periods of practical training with opportunities to specialise in the second year. The basic subjects are closely related to the social, economic and political problems of developing countries, and the teaching staff have wide experience of work in tropical areas.
University of Reading ...	Educational Administration	September to July	15th March	Men and women with good educational experience, who are either already holding administrative posts, including headships of schools or other educational institutions, or are likely to do so in the near future.
London University Institute of Education ...	Community Development, Extension Work and Adult Education	October to July	15th April	Administrative, education, social development and welfare officers and officers of veterinary, agricultural, health and other departments, who wish to study extension methods. Essentially an in-service course for those who have already had several years of field experience.
London University Institute of Education ...	Diploma in Theory and Practice of Audio-Visual Aids to give advanced knowledge of the problems and the techniques of communications in formal and informal education	October to June	31st March	Qualified persons overseas who are already in teaching, community development work, adult education or educational administration, or are intending to engage in such work.

## APPENDIX D—continued

Institution Organising Course	Details of Course	Dates	Applications Required in U.K. by	Type of Candidate for whom the Course is intended
<i>University Courses—cont.</i> University of Leeds ...	Theory and Practice of Education	September to July	31st March	Experienced head teachers, lecturers or administrators with normally not less than seven to ten years' service.
<i>Non-University Courses</i>				
Examples of non-university courses lasting at least three months, and so long enough to justify a special visit to Britain:				
South Devon Technical College, Torquay	Course in Public and Social Administration	September to July	31st March	Candidates who have reached the age of 18 (there is no upper age limit) and have attained a standard of education at least equivalent to a Grade III Overseas School Certificate. Older candidates who have no School Certificate may be accepted if they have had sufficient practical experience.
Department of Technical Co- operation	Course in Local Government	March to August	30th November	Officers in the administrative grades who have had some years' experience in the field of local government and who are capable of using the course as a basis for the comparison of methods of administration and for the widening of their experience.
Ministry of Labour ...	Labour Administra- tion. Designed to provide a broad picture of all aspects of labour administration in the United Kingdom, including employers', associations and trade unions	(i) from January for 14 weeks (ii) from October for 14 weeks	—	Officers in the local and central government service of junior administrative or senior executive grade in Labour Departments or otherwise concerned with labour matters. Nominations from employers' asso- ciations will be considered.
Hospital Administrative Staff College	Course in Hospital Administration	May to July	During November	Lay officials of some seniority in the hospital service of their own countries.

Royal Institute of Public Administration	Course in the Practice of Administration in Central Government, based on Oxford	July to September	1st April	Officers of central Government Departments who are expected in a few years' time to attain high rank. Normally they should have had at least seven years' service in a public authority.
British Council...	Course in Taxation	October to December	1st August	Experienced senior officials whose duties include the direction of central and local revenue services or responsibility for assessing or collecting taxes, or for the administration and inspection of such services.
British Council...	Course in Central Government Finance	October to December	1st August	Experienced senior officials concerned with the control and audit of central or local government revenue.
British Council...	Course in Problems of Economic Development (1963)	May to August	1st February	Senior administrators and economists concerned with finance, commerce, industry, agriculture and communications in countries with development problems. It is essential that candidates should have had some training in economics.
British Council and Industrial Welfare Society	Course in Personnel Management and Industrial Relations	January to April	1st November	Members of the training group are expected to be of management status and to have a sound knowledge of their own jobs.
British Council...	Group or Individual Study Tours	Length according to needs in each case	—	—

#### Miscellaneous Short Courses

Examples of miscellaneous short courses, very valuable in themselves but generally too short to justify a special visit to Britain, are the courses in organisation and methods run both by H.M. Treasury and by the Royal Institute of Public Administration and the Treasury courses in instructional techniques. In the same category fall many *ad hoc* visits and attachments to Government Departments and local authorities and visits of observation to educational institutions, voluntary associations, and industry. Many of these visits are arranged through the British Council.

#### NOTES:

- (a) It will be seen from the titles above that some of these courses are in specialised branches of administration rather than general administration. They are, however, all intended to help the trainees to become better administrators of one kind or another.
- (b) A sound working knowledge of English, including conversance with the technical terms likely to be used on the particular course, is absolutely necessary. Candidates from non-Commonwealth countries are required to take an English language test at either the British Council office or the British Embassy in the country concerned.

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